

**CABINET MEMBER FOR TRANSPORT, WASTE, STREET SCENE & FLOODING –  
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**HIGHWAYS ASSET MANAGEMENT AND COMMISSIONING**

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**INTRODUCTION OF A PEDESTRIAN AND CYCLE ONLY ZONE  
IN QUEEN STREET, SALISBURY**

**Purpose of Report**

1. To:
  - (i) Consider the comments received following the formal advertisement of three Traffic Regulation Orders (TROs hereafter) proposing to make Queen Street, Salisbury a pedestrian and cycle only zone.
  - (ii) Recommend the making of the TROs as advertised.

**Relevance to the Council's Business Plan**

2. The proposal meets two of the priorities set out in the Council's Business Plan 2017-2027.
  - Priority 2 – Strong Communities.
  - Priority 4 – Working with partners as an innovative and effective Council.
3. Priority 2 has been met in two ways. Firstly, through the proposed removal of the ability for motor vehicles to travel along Queen Street. Doing so will reduce the risk of motor vehicle conflict with pedestrians or cyclists travelling along Queen Street and thereby contribute to an improvement in road safety. Secondly, the proposed introduction of contraflow cycling at two locations in Salisbury City Centre is intended to help encourage cycling as a sustainable mode of travel. Any increase in cycling as result of the introduction of such measures will contribute to a healthier population and help to address the issue associated with climate change.
4. Priority 4 has been met through the development of the proposals (to which this report relates) with both officers and elected members of Salisbury City Council.

**Background**

5. Queen Street is located in Salisbury City Centre to the east of the Guildhall and Market Square and provides a pedestrian and vehicular route between Blue Boar Row and New Canal. Queen Street is currently subject to two TROs controlling vehicular movements within the road. The first being a 'One-Way' order and the second a 'Prohibition of Driving' order in the form of a Pedestrian Zone.
6. The 'One Way' TRO permits vehicles using Queen Street to travel in a southerly direction only. This restriction has been in place since 1979. The 'Prohibition of Driving' TRO bans all motor vehicular traffic from travelling along the road. This restriction has

been in place since 1997. However, articles in the TROs currently permit the following vehicular movements to take place in Queen Street:

- Between the hours of 4.00pm and 10.00am buses and taxis / private hire vehicles are permitted to travel along the road.
  - Between the hours of 4.00pm and 10.00am any vehicle may travel along the road to use the loading bays situated within it to load and unload to one of the premises located in Queen Street and / or in an adjacent road.
  - Cyclists are permitted to travel along Queen Street at any time of the day; however, they must observe the restriction associated with the 'One-Way' TRO.
7. To prevent motor vehicles using Queen Street between the hours of 10:00am and 4:00pm removeable bollards (located at the northern end of the road) are placed in and removed from the carriageway daily by the Council's Parking Services Team.
  8. In addition to Queen Street being closed to motor vehicles between the hours of 10:00am and 4:00pm daily, it is also closed on numerous occasions throughout the course of the year in support of events taking place in the city centre. Such events include the Fayre On The Square, the annual Charter Fair, the Remembrance Sunday parade, the Christmas Market / Christmas Tree Trail. The Fayre On The Square and Christmas Tree Trail events alone resulted in Queen Street being closed to all motor vehicular traffic for 12 weeks during 2021.
  9. As a result of the restrictions currently in place, Queen Street is already heavily orientated towards use by pedestrians and cyclists. Use of Queen Street is dominated by pedestrian movements with pedestrians routinely walking in the carriageway as well as on the footways, both when the street is fully pedestrianised (between 10.00am and 4.00pm) and when it is not. This results in limited conflict between motor vehicles and pedestrians using the street.
  10. Salisbury City Council (the local parish council) and Wiltshire Council have a shared aim of making Salisbury City Centre a more pedestrian friendly space. To that end, in 2019 Salisbury City Council requested that Queen Street was pedestrianised on a full-time basis and that all motor vehicle movements are removed from the road.
  11. Salisbury City Council's request was supported by the Wiltshire Council Cabinet and work to pedestrianise Queen Street on a full-time basis commenced in February 2020 with the undertaking of a traffic survey to determine the current level of use of the road by motor vehicles. The traffic survey was undertaken between 24 February 2020 and 1 March 2020 and recorded a total of 2,089 vehicles as using the road. This figure includes a total of 183 vehicles recorded as illegally travelling northbound along Queen Street in contravention of the one-way restriction.
  12. Work to pedestrianise Queen Street on a full-time basis was put on hold at start of the COVID-19 pandemic in March 2020. Work on this project recommenced in November 2021.
  13. TROs proposing that Queen Street becomes a pedestrian and cycle only zone were formally advertised for comment on 20 January 2022. The Council's closing date for receipt of objections or other representations to the advertised TRO, together with the grounds on which they were made, was 14 February 2022.

## **Summary of Proposals**

14. A total of three TROs were advertised as part of the Council's proposals. The first was a 'Prohibition of Motor Vehicles' order in the form of a Pedestrian and Cycle Zone. The effect of this Order would be to prohibit all motor vehicular movements in Queen Street. This would remove the above ability for buses and taxis / private hire vehicles to travel along Queen Street and would remove the ability for any loading activities to take place within the road. However, articles in the proposed TRO would allow limited motor vehicular access to Queen Street: Access would be limited to emergency services, highways maintenance and improvement works, utility company works, building maintenance/construction works on premises in or adjoining the road and to assist property owners when moving in/out of premises in or adjoining the road.
15. To prevent vehicular access to Queen Street the removeable bollards at the northern end of the road would be left in situ on the carriageway on a permanent basis and additional removeable bollards will be installed at the southern end of the road. It is considered necessary to install additional bollards at the southern end of Queen Street to address the problem of vehicles illegally accessing the road identified by the traffic survey.
16. The second Order advertised proposed converting several existing city centre loading bays operating between the hours of 8.00am to 6.00pm to goods vehicles only loading bays operating between the hours of 6.00am to 6.00pm. The following loading bays would be converted if the Council's proposals are implemented:
  - Blue Boar Row – Outside the Market Square
  - Catherine Street – Outside of the Oxfam store
  - Milford Street – Outside of the Nando's restaurant
  - Minster Street – Outside of the Hays Travel store
  - New Canal – Outside of the Sarum Jewellers store
  - Winchester Street – Outside of the Computer Exchange store
17. It is proposed to convert the bays listed in paragraph 16 to assist businesses operating in Queen Street in receiving deliveries as they would not have the ability to make use of Queen Street if the Council's proposals are implemented. Converting the highlighted loading bays to goods vehicles only loading bays will remove the ability for these bays to be used by private car drivers for loading and unloading activities. Doing so will increase their availability for use by goods vehicles servicing businesses in Queen Street and other nearby city centre streets such as Butcher Row and Fish Row.
18. The final Order advertised was an amendment to the existing 'One-Way' TRO to allow contraflow cycling in Queen Street and on a section of the High Street in Salisbury. The proposed amendment would allow cyclists to travel in a northerly direction along Queen Street, in addition to continuing to be able to travel along the road in a southerly direction, as they are currently permitted to do. Similarly, cyclists would be allowed to travel in a southerly direction along High Street, between its junctions with New Canal and New Street, in addition to continuing to be able to travel along the road in a northerly direction, as they are currently permitted to do. The proposed introduction of contraflow cycling in Queen Street and High Street is intended to help encourage cycling as a sustainable mode of travel.

## **Summary of Responses**

19. A total of 10 items of correspondence have been received in response to the Council's advertised proposals. Of the 10 items received three expressed support for the

Council's proposals, six objected to the Council's proposals and one supported the Council's proposals in principle but proposed a change to them.

20. A summary of the correspondents who wrote in support of the Council's proposals is attached as **Appendix 1**. A summary of the correspondents who wrote in opposition to or commenting on the Council's proposals is attached as **Appendix 2**. A full copy of the comments raised by objectors and those correspondents who offered comments on the proposals, together with officer responses, is attached as **Appendix 3**.
21. It should be noted that of the responses received, Councillor Paul Sample, who represents the Salisbury St. Edmund's Ward in which Queen Street is located, has submitted an objection to the Council's proposals and that Salisbury BID have indicated support in principle for the Council's proposals but proposed a change to them. The comments submitted by Councillor Sample and Salisbury BID are considered in detail in **Appendix 3**. Salisbury City Council expressed its support for the Council's proposals.
22. It should be noted that no objections have been received to the Council's proposals to convert the loading bays identified at paragraphs 16 and 17 to goods vehicles only loading bays or the Council's proposals to introduced contraflow cycling as set out in paragraph 18. The only objections received relate to the Council's proposal to close Queen Street to motor vehicular traffic on a fulltime basis.
23. Substantive comments are considered to be comments that would result in the Council seeking to make changes to the proposals it advertised. It is considered that no substantive comments have been submitted by the correspondents who objected to the Council's proposals.

### **Main considerations for the Council**

24. Consideration needs to be given to the comments received to the Council's advertised proposals and whether changes should be made to them as a result.
25. The basic principle of highway law is that users have a legal right to pass and repass over land recorded as maintainable at public expense. Therefore, any removal or restriction of that right must be carefully considered. However, with respect to the proposal to make Queen Street a pedestrian and cycle only zone this right must be considered in the context that the existing restrictions have limited motorists' ability to travel along Queen Street since 1997.
26. The Council's proposals would result in buses and taxis / private hire vehicles that use Queen Street to travel between Blue Boar Row and New Canal having to take an alternative route via Winchester Street, Brown Street and Milford Street to travel between the aforementioned roads. This alternative route is approximately 275 metres in length and is the same route that buses and taxis / private hire vehicles use when they are currently unable to travel along Queen Street. Buses and taxis / private hire vehicles using this route will continue to benefit from being able to use the contraflow bus lane on Milford Street (between Brown Street and Catherine Street) to minimise the time taken and distance driven in using the alternative route. As such, the removal of the ability for buses and taxis / private hire vehicles to travel along Queen Street (when it is not currently closed to motor vehicular traffic) is not considered to be onerous.
27. Although the ability to load and unload in Queen Street will be removed as a result of the Council's proposals, there are already several loading bays in the vicinity that can be utilised to service premises in Queen Street (as well as adjoining roads, such as Butcher Row and Fish Row). There are existing loading bays in Blue Boar Row, Catherine Street, Endless Street, Guildhall Square, Market Square, Milford Street,

Minster Street, New Canal and Winchester Street. To assist businesses operating in Queen Street, one loading bay in each of Blue Boar Row, Catherine Street, Milford Street, Minster Street, New Canal and Winchester Street will be converted to goods vehicles only loading bays as is outlined in paragraphs 16 and 17. Remaining loading bays in the aforementioned streets will continue to be available for use by any motorist undertaking loading or unloading activities. The existing and proposed loading facilities are considered to provide sufficient locations to enable premises in Queen Street to be readily serviced, particularly when considered in the context that the locations identified are already being used to service premises in Queen Street when the road is closed to motor vehicular traffic.

### **Overview and Scrutiny Engagement**

28. There is none required as part of this scheme.

### **Safeguarding Implications**

29. There are no safeguarding implications.

### **Public Health Implications**

30. The proposed introduction of contraflow cycling in Queen Street and High Street is intended to help encourage cycling as a sustainable mode of travel. Any increase in cycling, as a result of the introduction of such measures, will contribute to a healthier population.

### **Procurement Implications**

31. There are no procurement implications.

### **Equalities Impact of the Proposal**

32. There is no impact upon people who share protected characteristics.

### **Environmental and Climate Change Considerations**

33. The Council's proposals would require the installation of removeable bollards and the erection of signs on the public highway. Doing so would have an impact on the visual aspect of Queen Street. However, as Queen Street is already subject to the provision of removeable bollards and signs in support of the existing restrictions in the road (as well as various other items of street furniture) the impact of the Council's current proposals would be minimal.

34. The proposed introduction of contraflow cycling in Queen Street and High Street is intended to help encourage cycling as a sustainable mode of travel. Any increase in cycling as a result of the introduction of such measures will, in a small way, contribute towards addressing the issue of climate change.

### **Risk Assessment**

35. Not proceeding with the Council's proposals would risk undermining the Council's reputation and its engagement of the local community.

### **Financial Implications**

36. There is an allocation in the 2021-2022 Integrated Transport budget which allows for the introduction of this scheme. Should this scheme not progress the funding would be returned to the Integrated Transport budget allocation and would be available to be put towards other schemes.

### **Legal Implications**

37. The implementation of the Council's proposals requires the processing of TROs. The process of introducing TROs is governed by the Road Traffic Regulation Act 1984 and associated procedural regulations. Failure to adhere to the statutory processes could result in the TROs being successfully challenged in the High Court.

### **Options Considered**

38. To:
- (i) Implement the proposed TRO as advertised.
  - (ii) Amend the proposed TRO in consideration of the comments received.
  - (iii) Abandon the proposals.

### **Reason for Proposal**

39. The Council's proposals would remove the above ability for motor vehicles to use Queen Street. Doing so will reduce the risk of motor vehicle conflict with pedestrians or cyclists travelling along Queen Street and thereby contribute to an improvement in road safety.
40. The proposals will serve to help meet both Wiltshire Council's and Salisbury City Council's aim of making Salisbury City Centre more pedestrian friendly.
41. The introduction of contraflow cycling in Queen Street and High Street will help to encourage cycling as a sustainable mode of travel.
42. The proposals are in accordance with Priorities 2 and 4 of the Council's Business Plan.

### **Proposal**

43. That:
- (i) The proposed TROs be implemented as advertised.
  - (ii) The correspondents who commented on the Council's proposals be informed accordingly.

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**The following unpublished documents have been relied on in the preparation of this Report:**

None